

COMMUNITY PLANNING ASSOCIATION OF CANADA

COMMUNITY PLANNING REVIEW



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Ottawa, June 1955

REVUE CANADIENNE D'URBANISME

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JOHN M. KITCHEN, M.B.E.

Photo: National Film Board

WHEN John Kitchen died at his home in Ottawa in May, *The Journal* paid tribute to him as "one of the builders of the more beautiful Ottawa that is in the making". True as this was, it is likely that he himself would have demurred at such a description. For he was always indignant with the idea that town planning was merely decorative. He once remarked publicly that we were "only just recovering from the mischief caused by the identification of the sentimental City Beautiful with the town planning idea." In John Kitchen's view, the vital objects of planning were related to the whole life of the community—its industry, commerce and transport, as well as its residences, churches, schools and parks. His own great contribution to the Federal Capital and to Canadian planning generally was that of a logical and analytical mind, determined to make planning a normal part of public business.

The same logical and analytical approach was reflected in John Kitchen's contribution to the growth of the profession of town planning in Canada. He was seldom heard as the eloquent public advocate, setting forth the significance of town planning in the life of the nation. But continuously from the time he was appointed as Ottawa's Supervising Architect in 1919, he was associated with almost every important step in the organization and promotion of professional town planning. Soon after the Town Planning Institute of Canada received its charter in 1924, he became its Honorary Secretary and served in that office until 1952. In an article in *The Municipal Review of Canada* (January, 1950), he described the early history of the Institute, its efforts to pro-

mote the organization of town planners and to bring about the training of planners in the universities, and the reasons for the Institute's lapse into inactivity in 1931. In that history, he wrote only one statement in the first person: "I have seen to it that the Institute's charter has been maintained, in the hope that some medium might present itself through which its revival might be accomplished." Then he spoke of the steps taken after World War II by several interested societies, including the Royal Architectural Institute of Canada and the Engineering Institute of Canada, to revive the T.P.I.C., and how these steps led to the formation of the Community Planning Association of Canada because it was felt that "the then need was for a popular informational agency rather than an organization consisting predominantly of professional people." He failed to mention in the article that he himself was one of the founder-members of the CPAC who applied for its Letters Patent in 1946.

Fortunately, from 1952 on, the Town Planning Institute of Canada became active again. Indeed, with the speedy growth of our cities and the increasing general awareness of the results of unplanned growth, the numbers of professional planners have multiplied. Teamwork between professionals and lay leaders in TPIC, CPAC and other citizen groups has done much to advance planning. If such teamwork is becoming a maxim of Canadian life, it is in part because there have been such men as John Kitchen, trained as professionals but deeply imbued with the democratic virtues of patience and humanity.

This is an address delivered at the Annual Banquet of the Greater Philadelphia Movement, in Philadelphia on October 27th, 1954. Mr. Carver is Chairman of the Advisory Group in the Central Mortgage and Housing Corporation, Ottawa, Canada; a National Councillor of the Community Planning Association of Canada; and Vice-President of the American Society of Planning Officials. His article on THE UNIVERSITIES AND COMMUNITY PLANNING appeared in our Volume IV, 1954.

VISION OF THE GREAT CITY

by Humphrey Carver

I'M sure you've been thinking it was a strange idea to invite a Canadian to talk to you about cities. You think of Canada as a large empty space, somewhere north of Maine and Minnesota. You see a lot of trees, a lot of fish and a lot of snow. And somewhere in the picture there is an erect figure in a red coat.

Canada has only got one tenth of your population and we haven't got any city quite as large as Philadelphia. But 60% of our population is urban. We have cities that are older than Philadelphia; we have many that are newer; and along our northern frontier new towns keep on popping up, almost over-night. We're growing rather faster than the United States—which is partly why you have had to pay a dollar and three cents to buy our Canadian dollar.

Nevertheless, what can a Canadian have to say about cities, here in Philadelphia, so wise in political experience, so sophisticated in civic planning? Like many others I have been here to learn about city-planning. Twenty-five years ago I came to see the Benjamin Franklin Parkway—a bold stroke of civic design which, in this age of turn-pikes and traffic engineering, reminds us that a street can be a thing of dignity and beauty. And this year many hundreds of city planners have been to Philadelphia to see your great urban redevelopment schemes, in the Poplar-Temple area and the Penn Town project. These have brought new fame to your city.

Your country is broad and square—North, South, East and West. We are measured from East to West, a long ribbon of civilization strung out between the rocky shores of Newfoundland and the mountains of British Columbia. We have no South, but to the North there is the infinity of forests, rocks rich with minerals, rivers brimming with power, and, over the top, Russia.

Cities are not just built out of bricks and mortar. They are also political creations, built out of ideas. For instance, Montreal is built out of the idea that two peoples, French and English, can live and work side by side and each retain their own language and culture. And in the very year your American constitution was written in Philadelphia, the city of Toronto was founded on the rather wistful idea that there was some value in the unity of English-speaking people. Without that point of view there would have been no British Commonwealth of Nations and there would have been no great industrial region on the north shore of Lake Ontario. And then, to reach the sites of our Western cities of Winnipeg, Calgary, Edmonton and Vancouver, an extraordinary political vision was required. We had to construct a route through a thousand miles of rocks and forests north of the Great Lakes—a task much more formidable than yours in crossing the Appalachians to reach your Western plains. So we have had to learn the virtues of patience in developing an industrial, urban nation.

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VISION OF THE GREAT CITY

Since Rome was built upon its Seven Hills there have been many different kinds of cities. There have been walled cities, cities built around cathedrals and palaces, cities built on rivers, and cities built on coalfields; and finally there were the big cities of the industrial revolution. Size became preeminently important when industry demanded masses of workers for its production processes and masses of consumers for its captive market. So people had to be packed closely together on the land, in housing three and four floors high. That was the nineteenth century industrial city.

(Of course size, though necessary for nineteenth century industry, is not in itself a virtue. I live in a city one-tenth the population of Philadelphia. It takes me only eight minutes to get to my office. My house looks out through trees on to a little lake. In half an hour I can be in the hills, for skiing in the winter or for a swim in the summer.)

The pressure of many people and buildings upon the land inevitably builds up to some kind of explosion. The first response to the pressure was the invention of the steel-frame elevator building, the skyscraper. The city shot up in the air, instead of spreading laterally. Unfortunately the upward growth slowed down the sideways growth so the expanding business centre of the city did not continue to replace obsolete housing. The process of blight set in.

We are now witnessing the second response to the pressure at the centre of the big city. This has taken the form of a real explosion. The characteristic of this period of history is not a city in the dictionary sense of the word. It is a scattered, complex urban region—sprawling, spawning, voracious, volcanic—bursting out and running wild over the established boundaries of local government. Motor cars and freeways, home ownership and electrical equipment on the installment plan have struck and shattered the old monolithic city.

It was the technology and economy of the big city which caused this eruption. The scattered elements are its own flesh and blood. So perhaps it is a little surprising that the immediate reaction of the central city has been a parental expression of surprise and indignation. These young upstarts, the growing suburbs in the metropolitan family, were not putting back any of their income into the family kitty—and yet they expect the privileges of the old home and park their cars all over the parent city's street. The city complains that it has been left with obsolete old buildings on its hands and a most expensive property to maintain. To rescue itself from deterioration there is the humiliation of accepting financial aid from a rich uncle, the federal government. While the young upstarts are comfortably reclining in the breezeways of their ranch-houses and splitting themselves in their split-levels, the old city heaves a sigh and embarks on its programme of urban renewal.

The truth is, of course, that though the monolithic form of the city has been shattered by the impact of a new technological age, the metropolitan family is still a family and has got to learn to act as such. No doubt it is a good thing that the young suburbs should have a measure of independence as a spur to their vitality, so annexation and amalgamation are not an appropriate treatment. Besides, the central city is already too big.

In Canada we have been very interested in this problem and the Toronto region has worked out a rather logical solution. In the metropolitan area each municipality retains its independence but each renders unto a higher layer of regional government its taxing powers and the management of the major system of services and utilities. The municipalities then buy these services on a wholesale basis from the metropolitan corporation.

Not only the United States and Canada, but all industrialized nations, are faced by the political and organizational problem of the great metropolis. The same situation exists in Bombay, Milan, Sydney, Manchester and all the other places where people drive motor cars and buy houses on the installment plan. It is an immediate challenge to the political genius of each nation.

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This problem has been represented as a fight between the central city and the suburbs, a trial of strength. "The City Fights Back" is the title of a recent book on the subject. But the fact is that while the central city licks its wounds, all is not well in the breezeways. The new suburbs have suffered most.

I read that more than half the 400 subdivision plans approved last year in Bucks, Delaware and Montgomery counties contained less than 20 lots each and, except for Fairless Hills and Levittown, none contained more than 200 lots. A third of all these lots had no sewer services and the scattered form of development has caused some school boards to spend 15% of their budget on buses to take the children to school.

This reveals a real disintegration of the city and its society. Present methods of housing production deposit little strips and belts and pockets of housing, each a small segregation of families of similar size and economic status. Here is a strip of row-housing. Over there is a cluster of ranch-houses. There a clutch of small homes. Over here a large project of public housing. This separation is the very antithesis of the diversified, cosmopolitan urban society, from which has grown the culture of great cities. We have become so segregated that a child can hardly meet its own grandmother. Children and grandmothers don't drive cars on which the whole system is based.

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Now, besides applying their skills to individual civic projects, city planners have two special responsibilities. We expect them to show us the urban scene as one whole, so that we can see the significance of individual projects of streets and housing and commercial areas. Secondly we expect them to be visionaries, reminding us continually of the grand long-term objectives which so easily become obscured by our personal pre-occupations and limited views.

It seems to me that in our present phase of city growth we have somewhat failed to see the great urban region as a single entity in which the policies for redevelopment at the centre are really closely related to the policies for new development at the outer rim. Also we have had two different visions, one of the city centre and one of the outward growth.

In the light of what has now happened, it is remarkable that more than fifty years ago the first city visionaries had already foreseen the nature of the great urban region and had already instructed us in the process of renewal and in the design of new development. Patrick Geddes called it a conurbation. And Ebenezer Howard gave us the formula for the central city and its satellite garden communities. In England, Ebenezer Howard inspired the creation of several garden city satellites in the first two decades of this century. And in the present decade thirteen new satellite towns are being built to take the overflow from large British cities. These are practical essays in the art of urban creation, bolder in conception than anything we have yet attempted in North America.

There have been two separate American visions. First let us take that of the city centre.

I see a slender, shimmering cluster of tall office buildings—the control tower and nerve-centre of the city's business, its financial and administrative core. Behind and supporting this control centre are the power units of the city, its water and airports, its central utilities, its great storehouses of food and materials. On the other side we look out over the great expanse of the city. At our feet the central shopping district is set out like a fan, facing upon a broad civic space which is a composite version of Central Park, the Boston Common and London's Royal Parks. Across this open space are the great institutions of Art and Learning and Entertainment. In the latest versions of the picture this central civic green is really a kind of roof-garden over an enormous automobile harbour, the terminus of the two or three broad parkways that radiate in from the city's expanse. The only vehicles on the surface-level of the city's shopping and business core are service and delivery vehicles and a fleet of circulating buses which deliver passengers to the foot of the elevators in each building. On a gigantic scale the city centre has much the same plan and freedom of movement as the new shopping centres in the suburbs.

If the parent city is to compete with the young upstarts it has to offer something as elegant and magnetic.

The other great American vision has been that of the planned neighbourhood as the unit of city growth and re-growth. This vision lacks some of the effervescence of Ebenezer Howard's Garden City, but it has some profounder social implications. It is based, I think, on two ideas.

First is the idea that a neighbourhood plan should revolve around the school because urban renewal, in the most profound sense of the term, is truly in the successive generations of our children. The schools are the germinating points in the organism of the city.

Second is the idea that a true community is composed of a diversity of people of all ages and characters, and that therefore each neighbourhood should be designed to contain a full roster of ownership and rental housing. This is the idea that the neighbourhood itself is a kind of school in which we all learn the social arts of tolerance and respect for those who differ from us in age and interests. It is the nursery of politics, a society in miniature.

If we faithfully followed this American vision we would reject proposals for developing large districts of single-family housing or of row-housing and we would reject all great public housing projects. Not that we condemn row-housing and public housing, but because we believe they should be integrated into organized neighbourhoods.

The only city I know of which is being systematically developed on a neighbourhood basis is the Canadian city of Edmonton. Here in the last five years of remarkable growth the city planner has set out 23 new neighbourhoods of which 15 are virtually completed and five more are at the design stage. Each has a population between 4,000 and 5,000 and is centred on a school. Each has a small shopping centre and district shopping centres are being developed to serve about ten neighbourhoods. Separate schools and high schools work out at about one for every five neighbourhoods.

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There are two features which have been curiously absent in our visions of city planning. But I am afraid that time does not permit me to do more than mention them. One is the need for an adequate distribution of housing for old people within organized neighbourhoods, so that they may remain close to families and friends instead of being compelled to migrate to segregated apartment house areas. The other missing feature has been an organized programme for siting places of worship. In this I think the churches have been slow to win city planners as their allies.

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VISION OF THE GREAT CITY

So, of course, we must have visions. But we are still left with the practical problem of how to execute our plans.

City Planning in North America, and what is called Town and Country Planning in Britain, have been based on the system of zoning or land-use control. A general framework of land-use is established and, within this, the forces of urban growth are left to have free play, subject to building codes and density limitations. Of course wherever great masses of people are gathered upon the land it is necessary to have a set of rules, a legal code, to maintain fair play in the conflicting demands upon property.

But zoning, though an essential feature of city planning, is not itself a dynamic creative force which builds cities and parts of cities. To construct a coherent piece of city, for instance a residential neighbourhood, requires management, financing, a labour force, materials and the land on which to stage the project. The assembly of the finished product requires the producers of several different kinds of housing to install their pieces according to plan. The local school authority must be brought into the play. The shopping centre must be promoted.

Looking at the confused expanses and ragged edges of our great urban regions it seems to me that we need a new kind of collaborative and corporate agency to plan and stage each operation of urban growth. A mass-production home-builder can't make a community, nor can a public housing authority (however dramatic their individual works may be). And the task is far beyond the scope of the speculative builder. The sprawling long-legged suburbs look for a larger scale of managerial and executive ability, such as can be found only in the nerve-centre, the financial centre of the great city.

It occurs to me that this is an appropriate theme to raise in Philadelphia because you have been pioneers in putting together great projects involving both public and private enterprise. The project* which is to be unfolded before you later this evening is, I believe, of this nature—an essential piece of the apparatus of a large community, requiring in its organization and execution the collaboration of many corporations and agencies, ultimately to serve the interests of the consumer. Do I

*The Greater Philadelphia Movement has sponsored the creation of an Integrated Food Market to consolidate the whole process of unloading, warehousing and handling all food supplies entering the Philadelphia area and being distributed to retailers. On this occasion the Presidents of the major food corporations in the United States had been invited to be present at the launching of this scheme.

not see some of the same spirit and conception in your urban redevelopment undertakings in Penn Town and in the Poplar-Temple area where civic initiative is being used to provide the dynamic plan within which both public and free enterprise can play their roles? If this can be done for urban redevelopment, cannot the same system be applied to urban new development?

Searching for the prototype of the kind of organization I have in mind, one obviously turns to the thirteen New Town Corporations in Great Britain. Their success and their disappointments deserve our serious study. In Canada we have an interesting demonstration that an entirely new community can be built through organized private enterprise. Don Mills, a new town on the outskirts of Toronto, has an area of 2,200 acres and is planned in the form of four neighbourhoods surrounding a civic and commercial core. It will have a population of 35,000 and the industries within the planned area will provide about half the employment. The land was assembled by a single corporation which retains its interest in the commercial centre. Though a single planning staff conducts the whole enterprise there is a refreshing diversity in the community; for there is both ownership and rental housing constructed by a number of different builders, each working with a private architect. The siting of groups of houses, the coordination of their design, colour and materials, and the confidence provided by good over-all management have together set a new standard for urban growth in this Canadian metropolitan region.

In making little things, like cars and refrigerators, our industrial civilization has glutted itself with success. But in the larger-scale task of putting together the cities in which we all live and work, we have not yet stretched our abilities. Now we have released immense new forces of constructive energy in the new form of the regional city. We have had some visions of what we should try to create. For these purposes we need to extend the constructive alliance of local government, business enterprise and the city planner. I believe that in Philadelphia you are showing us all the way to do this. My particular hope is that the scene of these great collaborations will be extended to include the whole region of which the city is but a part.

To carry out plans on a regional scale requires that we solve problems of political administration. These problems seem as intractable as those which faced the authors of our two federal constitutions. But perhaps some of their political genius has not departed from us.

WHAT DOES A TOWN PLANNER DO?

by Stanley H. Pickett

THE word 'plan' to most people, when used in any connection with land, means something like a map. A map is not in itself a very uncommon or always a very illuminating thing, and in any case most communities have maps of sorts. So, what is the serious need for a professional town planner? What exactly does he do?

The short answer is that he makes a picture: a picture in words and maps, and sometimes graphs and photographs, covering every material aspect of the community's life and condition: topography, current land use, industry, age grouping and growth of the population, school needs, communications, engineering conditions; and on the basis of this picture he makes recommendations for the present improvement and future development of the community on efficient and economical lines, so far as that future can be forecast, and subject always to periodic review.

And how, in detail, is this done?

THE PRELIMINARY RECONNAISSANCE

The first thing the planner does is to make a quick general reconnaissance of the city; in the case of St. John's this took three or four days. Its purpose is to give a quick overall look at the community, so that its salient points may be appreciated by the planner from the outset. If he has them, he makes use of city maps. There should be a base map, on the scale of 800 to 1000 feet to

the inch, for the whole city area, and a map on the larger scale of 100 feet to the inch for the city centre. In St. John's we did not have these; the central area map was on too small a scale and the outside areas were largely unmapped. The job of making complete maps is still in process, with the aid of aerial photographs. In Corner Brook, by reason of the map-making activities of paper companies, whose mill-town it is, we were better off, and consequently progress was much more rapid. Perhaps I should explain that Corner Brook proper is the charmingly laid out town of the great Bowater Paper Mill. Un-

Corner Brook West from townsite

Mines and Technical Surveys Photo



THE AUTHOR

Mr. Pickett, a Professional Associate of the Royal Institute of Chartered Surveyors and a Member of the Town Planning Institute of Canada, was trained in England, having been a Senior Assistant to the Planning Officer for the County of Somerset. Coming from England, he became the first City Planning Officer for St. John's, Newfoundland, a city of 60,000, or with its fringes probably 80,000 people, and had to undertake the planning of the community from the ground up under Canadian conditions. He is also head of the Joint Planning Office maintained by the City and the Provincial Government of Newfoundland and, while the planning

of St. John's, a larger job, is not yet complete, he has recently, with his staff, completed a lesser job, a town plan for the new united town of Corner Brook, on Newfoundland's west coast. This town will have a population rapidly moving towards 30,000. It will combine the present towns of Curling, Corner Brook West, Corner Brook Company Townsite and Corner Brook East adjoining each other in an area which presents outstanding topographical difficulties. Some planning has also been done for lesser communities, so he can speak with some knowledge of both the more advanced and the relatively untouched fields of planning.

WHAT DOES A TOWN PLANNER DO?

fortunately, the Legislature, a generation ago, was too stingy with land control and gave Bowater's predecessors, the original pulp and paper company, control over one square mile instead of the three it asked for. As a result, Corner Brook East and Corner Brook West, the fringe areas of the townsite, grew to overshadow it in population and grew unplanned. Seldom has there been in this Province a more terrible case of lost opportunity. The contrast between the beautifully planned townsite and the unplanned extensions is nothing less than shocking. The people of that area, as they say themselves, do not need to be convinced on planning. They have had their object lesson.

The three towns, with Curling, a nearby community which has grown from a fishing village, have just been amalgamated, and our planning has been in respect of the future combined town, which should have 30,000 people during the next decade. The plan for the combined town afforded a particularly interesting task because of the very different topography—valleys and the plain of the Corner Brook, sandwiched among high rocky hills; beautiful but inconvenient.

THE COMMUNITY BACKGROUND

After preliminary reconnaissance and assessment of existing maps, we proceed to a study of the historical and physical background. What brought the town here? What developed it? What maintains it? What gave it its present form? St. John's, of course, began as a fishing settlement around a good harbour, the nearest to Europe and yet near to the Grand Banks. Up to the turn of the century it had about 29,000 people. It has come to its present size as an entrepot, an administrative centre, a steamer terminal, a war base, without very much productive industry. It has within the half century continued to grow at a rate which is difficult to explain, although doubtless it is, in part, yet another example of the world-wide trend to the cities during the present century. Corner Brook, on the other hand, arose swiftly from practically nothing by reason of the construction of a large pulp and paper mill based on great waterpower and timber resources. Forty years ago its place was empty.

In the light of history and economics, some attempt must be made to determine the prospects of the community and the extent and direction of possible future growth.

TOPOGRAPHICAL STUDIES

We then turn to the physical topography; the underlying geology, the contours and physical layout, the streams, land drainage, the possibilities of flooding, the proximity of usable lands to communications, including the sea. Topography is almost always the primary factor in moulding the shape of a community. The purpose of this study is to recognize the factors which have given a town its shape and to enable their operation on future

growth to be appreciated. Disregard of topographical considerations in the past gives rise in some cases to vast expenditure in the maintenance of the present community. The thought occurs to me, for example: would Winnipeg have been developed where it is, in view of the recurring floods, if competent planners had had a hand in its foundation and had foreseen its growth from a trading post and fort into a great city?

LAND USE STUDIES

Having prepared our topographical maps, showing geology, elevations, grades, contours, the character of the soil, the streams, the areas unfit for building, if any, we go on to consider the existing works of man. These are, except in the rare case where a Canberra is set up in an empty land, the foundations and constraining conditions of our plans.

First, we make a plan showing existing land use (and here let me say that in the case of all these plans there are certain conventions to be observed which will render the plan more readily readable by any successor trained to the business). The land use maps show at a glance the location of industry, residential areas, commercial areas, parks, institutions and the like, and also show the location and boundaries of forests, agricultural areas and areas of mineral resources, if any. For the central city area, a plan is made on a larger scale which shows land and building uses in detail, thus giving a graphic picture of distribution of industry, the distribution of various classes of residential property, areas of overcrowding, areas of deterioration and so on; this is the basic planning survey and is an absolute must. Even in the planning of a small community, accurate information on land use is essential.

POPULATION STUDIES

Then, since the Community is a living organism, not a dead structure, we have to study the people. Where do they live and work? What is the population density per acre in the various parts? What are the reasons for this? How does it compare with available room space, and what is the quality of the latter? How is the population changing in age-grouping and in structure? What are the probabilities of future growth and future family structure? A plan must be based on accurate forecasts of population changes or it will soon cease to have any value.

We then consider the numbers of people employed in various classes of occupation: agriculture, fisheries, mining and quarrying, manufacturing industries, service industries, building trades, and public employments such as the civil service and railways. By this means, deficiencies in employment structure can be detected and examined, and additional appropriate industries, if there is prospect of these, allowed for in the proposals.

STUDIES OF INDUSTRY

A suitable map is next made to show the location of industries. Employment figures are collected, and an attempt is made to gauge the possible future expansion of the industries.

Problems arising from badly located industries are one of the major challenges to a planner in a large urban area. Some industries are hemmed in by residential development and are unable to expand; others are strangled by an antiquated residential street pattern, which may be the only way they can get raw materials in and finished goods out to their markets.

Other industries may be satisfactory to the industrialist but ruinous to the orderly development of a great city, by the nuisance and disfigurement which they cause.

The problems of relocating industry and securing expansion space for industry are so involved that this aspect of urban planning needs to be examined with the greatest care and thoroughness if it is to be tackled successfully.

COMMUNICATIONS

Closely allied with the question of industry is that of communications. Heavy industry is practically tied to the immediate vicinity of water and rail transport facilities; intermediate industry may depend largely on road transport; light or domestic industry may depend entirely thereon. If accidental circumstances have distorted this natural pattern, here we see opportunities for remedial action as well as for accommodation for the future. In some areas the question may arise of diverting communications which once passed by a town, but now, by reason of its growth, pass through it. To take one near example, Moncton, N.B. has such a problem.

A map will be required showing all road, rail and water transport routes and connections of air fields. This survey will help the planner to improve communications between the homes and the work of the people, to improve industrial communications and will be of great help in facing up to one of the paramount problems of our times—the traffic problem.

The survey applied to city streets and entrance highways, leads directly to a detailed examination of traffic flow, obstructions thereto, the points at which accidents occur, and so forth. All this may lead to amelioration by the design of a new street pattern, widening or alteration of existing traffic routes, installation of lights or islands, one-way routing. Hand in glove with the moving traffic problem is that perpetual snag, worry and eyesore, the parking problem. A detailed parking study with plans and statistics, is essential in the central area. In larger cities, transit studies must be made, and the respective merits of electric suburban lines, trams, buses and automotive buses must be studied. Each of these has a special place in the transportation picture;

each is best suited to a certain population and set of operating conditions.

UTILITIES

One set of maps must obviously show all existing sewer lines, water mains, electrical supply lines and the like. Details of supply and demand, including peak demands, are noted, as well as potential supply and potential demand. And here the growing community usually comes up against the horrible problem, how are we going to pay for the vast new demands for utilities which fall upon us every day?

The planner can do much to make city growth economic by seeing that it takes place in the most favourable location at the right time. Unplanned and uncoordinated expansion is one of the great causes of the high and increasing financial burden which our municipalities are called upon to bear. The planner can help greatly in the battle against rising municipal costs.

THE GENERAL METHOD

All the information under these and the preceding and following heads is assembled in the form of maps, appropriately coloured, graphs and memoranda. The idea is that once the job is done and bound between covers any competent person, after reading and studying it, can take up precisely where we left off, without any waste motion. It is like the hospital's detailed case report, on which, after a look at the patient, diagnosis can at once proceed.

It will be realized that a competent and complete professional planning report amounts in effect to a full diagnosis of the community considered as a living organism accompanied by the suggested cure in the shape of a plan for development of the community over a period of years. A planner, however, must have his feet on the ground; it is not his job to build castles in Spain. While he must place before the community an ideal, to be aimed at over the years, he must bring the step-by-step realization of that ideal into relation with practical facts: the financial means of the community and the attitude of the community towards deliberate planning, which if it is unsatisfactory, can be changed only by a gradual campaign of education. Above all planning must be elastic. Change and growth cannot always be correctly forecast; the unexpected happens, and plans must be such as can accept change without disruption. Modern practice therefore contemplates, as a rule, revision of plans every five years.

The planning proposals must also set out any administrative arrangements necessary for the implementation of the plan. Many good plans have collected dust on Municipal Council shelves because no thought was given to the problems of translating planning into action. As has been well said, planning is a process arising out of the interaction of four factors: the professional planner, the Town Planning Commission, the City Government and

WHAT DOES A TOWN PLANNER DO?

the people. The proposals must therefore command the support of the people, for it is from the people that the other three factors are drawn. Good public relations are particularly important and the planner must see to it that the proposals are clearly explained to as many citizens as possible.

ZONING

The planning officer will at some stage prepare a map and proposals for zoning. This is one of the most important means of securing the orderly development of the community in accordance with a planning scheme. In the older community there is a certain amount of natural zoning, in that industry, at one end of the scale, will have sought to establish itself in the more convenient locations, while Class 1 residences, the more expensive kind, will probably have gravitated towards the choicer areas. But there is bound to be a mixture of uses in most parts, partly because of uncoordinated development, partly because older natural arrangements have been swamped by growth. To set up a fair and reasonable zoning system and set of by-laws, having regard to the inertia of the existing muddle and the necessity of straightening it out gradually over a long period of years, is one of the trickiest jobs in planning. Here again, the set-up must be subject to revision at intervals, but not too much revision, which would be unfair to those who have built in reliance upon the by-laws. A good zoning system can do much, over the years, to implement the city plan and to protect property values and the taxation base of the community.

AESTHETICS

The aesthetic factor must of course be kept in view. So far as it is possible, our cities should be beautiful. It is probable that our descendants of a few hundred years hence will regard many of our present cities somewhat in the same light as we regard the mud villages of Africa. It does not, I fear, look as if this generation will have much to hand to the next, comparable with the magnificent architectural legacy bequeathed to us by the Middle Ages, when architecture, and particularly ecclesiastical architecture, was the chief outlet for the community's aesthetic sense and spare funds. Nevertheless we may well be living at the beginning of one of the great epochs of architecture. The constant refinement of design and the increasing assimilation of contemporary building techniques have already given us many fine buildings. I believe that in a relatively short time many of our cities will be so reconstructed that they will be comparable with the greatest achievements of the past. But all too rarely and only at the top of the profession, as a rule, does the opportunity to create on the grand scale come the way of the humdrum practitioner. The capital region plan for Ottawa, the Government City of New Delhi, the new capital centres at Chandigarh and Canberra, the new towns in England, afford this sort of opportunity. But the ordinary practitioner has to take a community which, like

Topsy, just growed; to wash its face, cut its hair and fingernails, get it a new dress, if possible, and teach it some manners, and if he can leave it a bit better than he found it, he has done his job. We do not in this age build any outstanding cathedrals, parliament buildings, town halls, palaces; in the main we have to concentrate on humbler material. Good design is, however, just as important in the layout of a residential area as it is in that of a great civic centre. The planner must see to it that the creation of beauty in the environment for living is not forgotten.

REGIONAL PLANNING

An article of this kind is incomplete without some reference to regional planning. Here we step into a wider field: the inter-relation of, and the communications between, groups of cities, towns or villages. Sometimes, too, the balance between demands for urban expansion and for maintaining agricultural land comes into the picture. The inroads of building upon the limited garden areas of the lower Mainland near Vancouver, and the impending fate (unless something is done) of the Southern Ontario fruitlands, are matters in point in Canada. The spread of suburbs, and the introduction of new and competing land uses, such as airfields, raises the same problem in other parts of the world. In Canada, Regional Planning is, or ought to be, the special field of Provincial Governments, except around a National Capital itself; and they should give expert thought to the overall problems of the rapidly developing Provinces.

CONCLUSION

Beautiful, healthy, convenient towns, do not happen by accident as a rule, but by design. Plunging ahead without thought for the future involves the same dangers in this field as in others. And setting right mistakes is far more costly than doing the thing in the right way in the first place. Here in Canada we are far from being in the front rank in general planning. Our professional planners are as yet but a handful. We must see that planning grows with our growth. May I borrow as a conclusion for this article, a creed stated by Sir Brian Dunfield as President of the Community Planning Association of Canada:

Every community which can afford it should have a professional planning officer on its staff.

Every Provincial Government should have a sufficient supply of planning officers to lend or hire, on whatever system is convenient, to those communities too small to maintain an officer of their own.

Once this ideal is attained, the prospects of the good life in our Canadian communities of the future will have become much more rosy. Think of the things you see in your own city which everyone wishes were otherwise. They might have been otherwise, if there had been careful planning in the past.

CIVIL DEFENCE AND YOUR SUBURB

by Major-General G. S. Hatton, Deputy Federal Civil Defence Coordinator



CANADA HAS the advantage over more densely populated countries that it can meet the threat of thermo-nuclear warfare by dispersal—provided there are adequate plans and organization.

A large city can be an uncomfortable place to live in, even in peace time. In a war waged with thermonuclear weapons, it might become a death trap. Dispersal is the only effective form of passive protection, and it may be considered in two forms: static and mobile.

Static dispersal involves long-term town planning so that a city is given a “new look” by initially controlling expansion and diverting it to satellite towns. Later the old city should be broken up with parks, open spaces, playing fields, and so forth, so that the final result does not really present a suitable target for thermo-nuclear weapons. With such a planned group of communities, mobile dispersal, if subsequently found necessary, is comparatively simple.

The advantages of satellite towns as against “dormitory” suburbs are: first, the dispersal of industry and its consequent protection; second, maintenance of a constant density of population by day and night, which again reduces traffic congestion as the inhabitants can walk or cycle to work.

The main disadvantages of static dispersal are the time and vast expenditure involved, and the disruption of industry.

Mobile dispersal involves providing for rapid removal of the population at the warning of impending attack. This dispersal will normally be in two phases and here again, town planning (including particularly improvement of arterial routes, elimination of bottlenecks and provision of open spaces) is essential.

Such measures would, incidentally, help solve today's traffic and parking problems.

Canadian civil defence plans call for two phases of mobile dispersal:

Phase A, to be put into operation on the imminence of war, or immediately any attack takes place on us or our allies. In this phase “priority classes” (for example, hospitals) would be evacuated to pre-selected locations outside the area required for reception in Phase B.

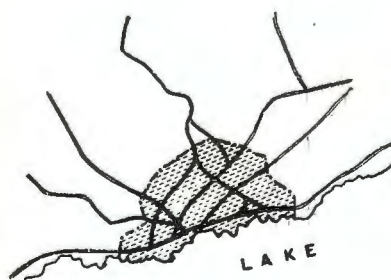
Phase B, to be put into operation on a “Yellow” air raid warning; would be based on sectors each with assembly areas, road, rail and possibly water exits allocated for all citizens.

These plans would apply only to certain target areas, and not to the satellite towns, or perhaps not even to your suburb if it is sufficiently distant from anticipated “Ground Zero” of the bomb. In other towns and certain suburbs, the best civil defence protection will be a standfast policy which will involve cover, preferably shelters for all.

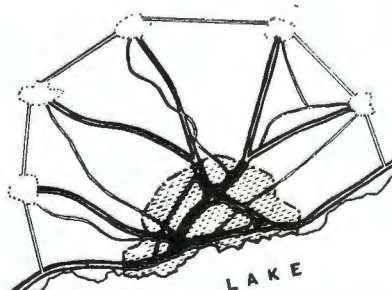
The type of shelter decided on should be effective primarily against radiation fall-out. It might have to be occupied for 48 hours—certainly until the occupants received further instructions. Alternatively, the role of your suburban community might be to make reception arrangements for others; space does not permit of this role being considered in the present article.

There is a vast field of essential civil defence work to be carried out by planning and organization which is relatively inexpensive. To this, you and your family can contribute by being educated and trained in civil defence. In the words of the Honourable Paul Martin, minister responsible for civil defence in the federal government, “every Canadian citizen must know what to do in a national emergency.”

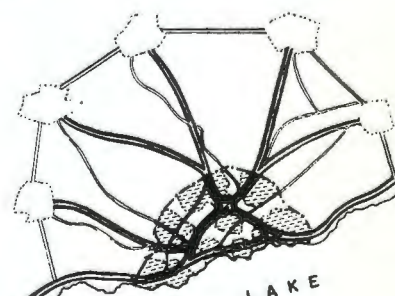
METROPOLIS “X” BUILDS FOR CIVIL DEFENCE



As it is today . . .



as it should grow . . .



ideal development, civil defence-wise



Built-up areas

If, in the past, we had had the foresight to lay out our communities for the smooth operation of industry and commerce and in the interest of the safety and health of our people, our problems of civil defence today would be immensely simpler and far less costly to solve.

Almost every step which must now be taken to facilitate the defence of our towns is a step which we ought to take to facilitate industry, to improve our transport to and from work, to better our neighbourhoods for both work and recreation, and generally to make our economy operate more efficiently.

Viewed in this way, the financial cost of civil defence per se is probably not as great as we had feared. The urgent need is for our provinces and our municipalities to invest at once in better planning of town and country and, as we have learned from costly experience, to see

that such plans are made with due regard for regional growth and development.

For sound reasons, both financial and social, we should be supporting such planning as a condition of our future well-being. The importance of the civil defence crisis is that it makes such planning imperative for our national and individual survival.

In this issue of our REVIEW, we open a discussion of civil defence and community planning because these subjects are so intimately related; one is tempted to say that they are almost the same problems in their purely civil aspect. General Hatton's article on the preceding page and Mr. Pearson's article which follows are, we hope, only the beginning of a series which may have a practical value to Canadians who are wrestling with the planning and financing of more habitable and more defensible communities.

CATASTROPHE, CIVIL DEFENCE AND COMMUNITY PLANNING

by Norman Pearson*

IN any highly urbanized society such as Canada there is an obvious connection between catastrophe, civil defence and community planning. Each region in the land, served as it is by a metropolitan centre, is dependent upon it for the complex facilities it offers; and each metropolitan centre would cease to exist were its hinterland extinguished. The impending fury of aerial bombardment, and the natural catastrophes which periodically strike (as great flooding struck Winnipeg and Toronto) will serve their purpose if they shock us into realization that we can and must reorganize our environment for our collective well-being, even if only to avert unnecessary suffering. Our society very often manages to do the right thing for the wrong reasons. It may be that the aftermath of fear will release all the energetic reconstruction that decades of persuasion and argument have failed to generate. The fact is that urgent measures are needed to avert catastrophe or cope with severe dislocations of our national life; and equally urgent is the need for regional planning. How then are these purposes to be coordinated?

*Mr. Pearson was appointed recently as Assistant Planner in the Department of Planning of the City of Toronto. He is a graduate of the University of Durham's Department of Town and Country Planning. Another recent article of his, entitled "Education for Land Planning", appears in the *Community Planning News*, No. 3, 1955.

THE WEAPONS OF ANNIHILATION

The most obvious fear is that our large urban areas could be paralysed by weapons of annihilation, either by the hydrogen bomb or the atomic bomb. These are both quite clearly weapons of annihilation. A five megaton bomb (equal to five million tons of T.N.T.) would kill by blast, heat and radiation, all within six miles of the place of burst; and even within the next six miles or a total of twelve, survival would only be possible for a limited number in elaborate shelters. The effect of radiation "fall-out" would extend up to 140 miles down wind. This involves the promise of virtually obliterating the largest city and of spreading radiation of a dangerous level over an area six times the size of Greater London.¹

THE DILEMMA OF THE METROPOLIS

The dilemma of the metropolis is obvious. At first sight, the hydrogen bomb makes the huge town an anachronism. Is the answer then dispersal? It is clear that to disperse the functions of government and the main public and industrial buildings over the fabric of the metropolis

¹Civil Defence authorities estimate that people who are 50 miles down wind have the order of two hours to meet this threat and that by remaining in basement shelters or corresponding shelters for 48 hours they can survive. The shelters they have in mind can be made on the "do-it-yourself" principle.

would be no solution unless it is an atomic bomb which is to be dropped. The hydrogen bomb makes these attempts look like wasted efforts. Perhaps then the answer is to disperse the great nuclei of population over thousands of square miles in smaller disconnected centres? To make such a radical change of a permanent nature may not even be within the realms of possibility, which leaves us with the enormous task of evacuating large cities. This is probably a feasible military operation. But the problem of moving 500,000 to 1,000,000 persons over a circle of at least 200 miles radius is an immense one which could be vastly alleviated by sound community planning and might even be impossible without it. At this point of no return, if it be true that imminent disaster calls forth strong action, we will waste no time now in rebuilding our communities and safeguarding their future growth.

Until recently it has been doubted whether the weapons can in the final test be delivered to their targets, but it is now clear that the only effective protection of population is to destroy all aircraft carrying the bomb. To dispel further illusion, it is apparent that hostile nations on opposite sides of the globe will within a few years be able to hurl guided missiles at each other at a speed of 8,000 m.p.h., flashing through the ionosphere to their targets with a margin of error on landing of only 10 miles. Each of these missiles will carry, say, a hydrogen bomb and there is no way by which they can be effectively intercepted. The eminent nuclear physicist, Sir George Thomson, has said that "the only target for a hydrogen bomb is a big city, and its effect is indiscriminate slaughter."²

GEOGRAPHY AND STRATEGY

Canada is in the unenviable position of being sandwiched between the two main combatants in any future atomic war. In this critical geographic and strategic location, Canadian cities are as likely targets as are Los Angeles, Chicago, New York or London. The Toronto conurbation is closer to great circle air routes between the industrial heartland of America and the strategic centres of Western Europe and Siberia than any other of these ideal targets.

Consider the impact on Toronto, Montreal, Winnipeg or Vancouver of the five megaton bomb already described! And consider, too, the crippling effect of their destruction on a nation nearly two-thirds urbanized!

²"For attacks on war factories and use in the field the atomic bomb is ample. Indeed even this is wastefully powerful. The only target for a hydrogen bomb is a big city, and its effect is indiscriminate slaughter. It is not efficient even at this. It grossly overhits." (Quoted by the *Manchester Guardian* from an address by Sir George Thomson at International Press Institute luncheon, Vienna, May 13, 1954.)

THE REGIONAL NEED

It is interesting to note that a larger civil defence organization is being set up to cover the Toronto metropolitan area, just as a metropolitan planning body has been set up. As Professor J. W. Watson recently said in discussing basic problems of regional planning in Canada, "the atomic bomb has put town planning *for the sake of the town alone* out of date". (*Community Planning Review*, Vol. IV, 1954).

The need here is plainly for a regional organization of both civil defence and community planning to handle the problems of survival of the city, suburban and hinterland areas, recognizing the interdependence of function which was stressed in the introduction to this problem. Catastrophe, civil defence and community planning have reached the status of national problems; but they can only be solved by regional studies and by regional administration. At first sight, the constitutional problems and the difficulties of defining effective and purposive regions seem immense, but they are now common to all nations, and the factors causing these problems will not disappear because we look elsewhere. The region is the fundamental basis for social action here and we should accept the challenge of necessity. If this is obvious enough when we consider the implications of military action, how much more urgent it seems when we consider natural disasters, which are also likely to make sudden and quite unexpected demands on civil defence and community planning services.

CATASTROPHE AND CONSERVATION

The extent to which we are unprepared for natural catastrophe was shown recently by several unfortunate examples. Only this past winter, a two-inch snow storm which hit the Washington area unexpectedly reduced that metropolis of 1,500,000 to helpless inactivity for several hours. It is not so very long since Winnipeg was on the verge of total evacuation as her main facilities and public utilities were threatened by the rising river flood waters. The Don Valley in Toronto has within the last few months shown what great urban dislocation can be caused by floodwater where (due to prevailing circumstances) there can be little warning. Again in Ottawa, widespread flooding can be expected after a heavy winter snowfall, and there is always the possibility that large areas along the Rideau River may be affected.

It is obvious that despite the best intentions we are little better organized to handle natural catastrophe than we are to deal with military disaster. Certain measures of defence exist, but we are not well organized, on the whole, to deal with refugees or the responsibility for a minimum degree of safety, health and welfare in the affected communities. This places a great burden on the

military authorities when their aid is invoked under those sections of the National Defence Act dealing with aid to the civil power.

SANITY AND SURVIVAL

Apathy in the face of such blows is understandable but certainly not acceptable. Civil defence in an atomic age is not futile and might prevent a great many needless casualties. But in a peace of mutual terror it must be realistic and face certain facts. To take an example from only one city, the Toronto and York Civil Defence Committee estimated that deaths could be cut by one third if adequate warning were given and then went on to conclude that about 2,000,000 meals a day would be needed to feed the injured and refugees. Can we house, feed, and tend people on this scale? The Federal plans for evacuation would seek to deal with these tasks of removing the population before the bomb goes off to areas where these problems can be handled. It would seem that these plans need to be supplemented by long-term regional planning of our resources.

Lewis Mumford has summarized the situation. In his book *The Culture of Cities* (p. 275) he says:

"Here is the final contradiction in metropolitan civilization. The city rose as a special kind of environment . . . because it was a *protected* environment."

Now that protection has finally disappeared, and we must regretfully begin rethinking our whole approach to matters of planning and defence. Perhaps these absolute weapons will bring us to sanity in war and to sanity in peace.

THE CONNECTIONS OF CATASTROPHE

Perhap, too, the recent successions of natural disasters will bring us to sanity in the organization of our use of resources and the land itself. Let us take flooding as an example. The immediate problem is to survey our resources of accommodation and social facilities in probable flood areas, to be able to organize remedies for catastrophe. Next we must think of making flood barriers for threatened areas, or of expropriating properties in flood plains, and obviously flood areas must be zoned against future development. But there is a long-term answer here, just as there are long-term answers (such as industrial dispersal) to the absolute weapons.

Consider our river basins, so often denuded of their tree cover and lacking the most elementary conservation and control of water flow, except where they are obviously suitable for hydro developments. Part of the long-term answer will then be soil and water conservation measures, impounding dams, and reforestation. Here again we are driven back to the regional view, by the strange connections of catastrophe.

THE NEED FOR PLANNING

For purposes of defence any changes to the patterns of our cities must necessarily be very slow, while to create an efficient shelter system capable of protecting the whole population is virtually impossible. Is the long-term answer then to plan the evacuation of urban populations to satellite towns, and to disperse industries as they rebuild?

Before we can decide on the strategy and tactics of defence we need information. Some of this can come from planning surveys of accommodation, available buildings, and the supply of facilities; but there is a widespread lack of public knowledge about atomic, bacteriological, and chemical warfare and its consequences.

Only when we have such information, both about the fabric of our surroundings and the possible doom we face, can we decide the best places to guide housing, the main roads which need reconstructing, and the best sites for hospitals, storage facilities, industry, and the location of (say) portable atomic power generators. The aim should be to see that civil defence and military expenditure is soundly productive—that it is not merely "written off" but is of long-term benefit in the re-organization of our surroundings, and that our planning machinery can develop so that it gives the best service to the nation. The situation is that our civil defence organizations must produce the emergency measures for which regional surveys can provide the basic information, and regional planning can produce the long-term answers.

OR DO WE CARE?

If our towns are a bad risk militarily they are also not so pleasant socially for suburban and slum dwellers. There is also the burning question of national development. The unpleasant reflection that a hydrogen bomb on say Toronto or Montreal could cripple Canada brings up the query—is the further growth of our metropolitan areas the desirable trend?

In its present form, and as they are at present organized, the answer must be "no!"—unless the use of land is systematically controlled and planned, unless we keep our surging industrial and urban development changing our surroundings for better and not for worse, unless we are prepared radically to change our present forms of administrative organization to achieve these purposes.

THE NEED IS REGIONALISM

By what we have here called the connections of catastrophe it is apparent that behind the realities of catastrophe, civil defence and community planning there

is a new need for agents of regional development. The Tennessee Valley Authority in the U. S. A., with its basic policies of conserving power resources, land resources, and water resources in the public interest, is an indication of one approach to the new needs. But we must evolve, faced with all the threats and challenges of Canada's present social, economic and mili-

tary position, our own regional solutions in the light of Canadian conditions and experience. Dare we hope that the hydrogen bomb and the needs of defence will by some strange alchemy achieve such changes in both our attitudes and our actions? Perhaps the worst may never happen: but it may be that in preparing for the worst we may restore sanity and take charge of our own future.

THE PROFESSIONAL PRACTICE OF LANDSCAPE ARCHITECTURE

by Cornelia Hahn Oberlander *

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THE landscape architect today assumes a curious position among the several related professions, such as architecture and town planning. Many people still believe that the landscape architect is a gardener and do not quite realize that he has a great deal to contribute to the field of contemporary design.

We have come to accept and understand contemporary architecture, but of contemporary gardens we speak rarely; and people who have contemporary homes often refer to their gardens apologetically for they feel that they do not "fit in". Only a minority of gardens have been inspired by the modern movement and most of these are in California.

We ask ourselves why has the contemporary movement been understood by those that build and not by those that make gardens or those that are concerned with the man-made arrangement of the out-of-doors? One reason is that many landscape architects have failed to re-orient themselves, and have failed to acquaint themselves with the new ideas which the pioneers of the Bauhaus taught twenty-five years ago and which have influenced architecture in every way.

Today, we emphasize the importance of outdoor living. Our architects design houses with large windows and sliding doors to give us all the air and light we want. However, very often these houses fail to show any relation to their immediate surroundings, and here is the field where the landscape architect, with his knowledge of site planning and grading, ought to be able to make a major contribution, namely to integrate the indoor-outdoor living arrangement.

The architect today is well aware of the necessity of consulting with other professionals, such as mechanical engineers, air-conditioning or acoustic experts, etc. He is much less aware of the need for professional advice in landscape design and we seldom find any real collaboration between architects and landscape architects. Large scale building schemes are undertaken with the advice of many consultants but rarely a landscape architect, and, consequently, few buildings show any relationship to the site. The contemporary architect is often reluctant to associate himself with a landscape architect, for he can rarely find one who will speak his language aesthetically. On the other hand, however, there are signs of better understanding between the two professions. In the last few years, a growing number of opportunities for teams of architects and landscape architects to work together successfully have presented themselves. This collaboration has received a considerable impetus from the decision of many United States housing authorities to request the services of a qualified landscape architect together with the architect for large housing developments. This team work must start at the very beginning of each project and the problems of buildings and site are resolved simultaneously as the projects proceed.

Our schools must start to train landscape architects who will be able to work in accordance with contemporary architectural principles and will understand the essential nature of team work. The field for such landscape architects is wide and open. As our cities grow, there is an increasing need for well organized open spaces in parks and playgrounds, in shopping centres and residential areas. In all these fields, the skills and knowledge of a well trained landscape architect are needed.

Therefore, it is hoped that landscape architects will soon appear who will be trained with an understanding of contemporary design, new building methods, new concepts of space, aside from a thorough knowledge of plant materials, and who will be willing and able to work as a member of a team, composed of architects, town planners and engineers.

*Mrs. Oberlander, a practicing landscape architect, is a graduate of Smith College and the Harvard School of Design (B.L.Arch.).

An address to the Community Planning Association of Canada, Vancouver Branch, November 8, 1954, by Professor A. C. Light, B.A. (Lond.), F.R.I.B.A., F.R.S.A., A.N.Z.I.A., of Auckland University College, New Zealand.

SOME OBSERVATIONS ON TRENDS IN PLANNING

by A. C. Light

THE subject of my talk is what I have seen in planning in a rather rapid progress through a number of countries, with comments or conclusions on what has been observed. In no sense should this be considered as a study of planning procedure; strictly speaking, as a planner, I have no right to express conclusions without a thorough study. However, too many planners wait until they know everything before they do anything, and then it is too late. So I am going to take the chance of misconstruction and a charge of jumping to conclusions and comment as I feel.

GENERAL OBSERVATIONS

Here, to begin with, are a few general convictions I have reached. The first is that, though from Aristotle onwards thought has been directed toward ideal plans for cities, comprehensive planning as we understand it to-day, is in its infancy everywhere. It is still developing in all its phases: for example, the survey and survey techniques, design and physical planning, and, most of all, implementation—the putting into operation of plans.

But, in spite of our immaturity in the field, we must still do all we can to plan to the best of our ability. The possible mistakes of youth and inexperience will be much less serious than doing nothing.

Secondly, the one thing that I am completely convinced of, from what I have seen and am seeing, is the necessity to plan. I do not mean just to prepare plans, reports, recommendations, maps and so on, but to take action and to take every opportunity to make that action constructive as opposed to restrictive. So much town planning action has been purely restrictive and understandably unpopular. I have seen schemes prepared for cities and regions which have been outstripped by their uncontrolled growth long before action has been taken on them—so outstripped that action can no longer be taken on them and a new consideration is necessary. This sort of thing frequently results in criticism of the producers of the plan, when, of course, it should be laid at the door of those whose duty it is to protect and foster the interests of the cities or regions involved.

A third general observation is that almost everywhere planning tends still to be held in bad odour by the man

in the street. There are exceptions and there are signs that the bad odour is being dispelled. It seems to stem from fears of being further controlled by bureaucrats and having further liberties curtailed, from misconceptions about complexion—that this is red or at least pink, misconceptions arising through mental connections with Russian Five Year Plans and socialist fervour for the control or limitation of private gain for the public good—the community benefiting as a community from development instead of individuals—and from the fact, where known, that the Scott & Uthwatt report in Great Britain stated that the nationalization of land was the ideal solution, though this was outside the Committee's terms of reference.

It is gradually being realized that planning can be carried out, and that it is generally the intention that it shall be carried out, in accordance with sound democratic principles, and I am sure that you are all here convinced of that fact and, indeed, of the necessity for planning.

NATURAL GROWTH: THE WEEDS TAKE COMMAND

You have seen and are convinced of the evils of so-called natural growth (it still has its supporters). You realize that, as in a garden left to mature, the weeds take command and soon reduce the whole to an overall rankness. So you have a gardener whose duty it is to see that the garden becomes and remains productive and, at the same time, creates and maintains pleasant surroundings in which one can live and take joy and pride. But it is not enough just to have a gardener. He must be given a reasonable chance of keeping pace with the weeds; they do not stop growing just because he is there. He must be given this chance by means of adequate assistance, financial resources, encouragement and powers to permit quick and drastic action when the occasion demands. I need not labour the parallel but hope that you see how much the time element is part of the problem.

GREAT BRITAIN: WIDE CONCEPTION OF PLANNING

In my comments, I am not going to follow my itinerary in order but to deal with the more important

developments first so that if time runs out the less important ones can be omitted.

I have already been quoted in Vancouver as stating that Great Britain leads the field in planning. I do not think that I am in a position to make quite such a categorical statement; but I can say that the results of the work of planners and planning in its broad sense are more in evidence there than anywhere else. In the rebuilding of bomb-damaged cities such as London and Hull, there was less done than I had hoped and some of it was disappointing in that it fell short of the proposals made for it and of what could have been done with the opportunities of the 1944 and 1947 Acts. Some were halfhearted treatments due probably to lack of confidence in the future arising out of the difficult post-war economic situation. However, more than anywhere else, there is evidence of the wider conception of planning. It is seen in the catering for surplus population by means of new towns: the decanting of surplus population from damaged and blighted London areas due for rebuilding at a lower density by means of the new towns such as Harlow and Crawley.

THE NEW TOWNS

Not only in America, but in North America particularly, I have found a skepticism about these new towns—doubts of their reality, that they can be built and made to work, that they are not like Pennsylvania's Levittown, that they have most of the erstwhile theoretical features of planning—walking ways separate from traffic ways, safe walking for children to and from school and for the housewife to shopping centres, easy access to natural open spaces, the preservation of pleasant physical features and the landscaping of the whole.

I saw these things at Harlow and I would like to dispel the skepticism. It can be done and is being done. It is, of course, easier to provide these planning achievements in a new town starting with a clean sheet and assisted by an Act of Parliament (1946 New Towns Act). They are within the powers of the skilled designer. As with anything new, there are teething problems, but Harlow is coming along well with industry established and properly sited and controlled in relation to the living areas which appear to have most of the

*Aerial view of Harlow
taken in September 1951.*



amenities that can be reasonably expected. It is anything but a dormitory town and the portions built already have their own social identity. There may prove to be things not entirely satisfactory about them; but at present they stand out as landmarks far in advance of anything else I have seen carried out.

One thing that may prove difficult is to maintain the population at the figure planned for. In newer and colonial countries I am sure the question is being asked: can they be living if they are not growing? I believe that Letchworth and Welwyn Garden City, built on the principles laid down by Ebenezer Howard at the end of the nineteenth century, which included limitation of size, have exceeded the population figure originally fixed for them. Even so I found Welwyn, when I went there to look at a new pre-stressed concrete factory, a very pleasant place with a beauty arising from the layout and a certain control of its architecture preventing the incongruities and ugliness with which one is faced where individual property owners have been able to put up buildings of almost any size or sort cheek by jowl.

In these planned cities, there is a physical pattern or form which builds up from the low domestic work to the higher commercial and civic buildings forming a designed centre. Churches are placed to serve a district and to continue the tradition of the church, each one appearing to extend over its parish a protective hand by reason of its position in relation to its surroundings—not, as I have seen in so many unplanned towns, squeezed like the ham in a sandwich between slices of apartment houses whose cornices overtop the spire which, as a finger pointing to God, does so less emphatically than its neighbours point to the dollar as the regulating force in our lives.

IS THERE AN ECONOMIC SIZE?

It is only in the older countries such as Great Britain that the principle of the limitation of a town to an economic size seems to be accepted—too late, of course, to help many. The more I have seen of the urban sprawl of cities such as London, Birmingham, Philadelphia and Boston, the more I am convinced of the validity of theories on economic size. Where too much time and money are lost in travelling in cities above a certain size they are uneconomic. In newer or colonial countries, where growth has been counted as progress, it seems almost impossible for this theory to be recognized, let alone accepted and put into practice. So cities go ahead pushing the countryside further and further away, building over land which used to supply them with market produce so that this has to be imported, more expensive and less fresh, from distant areas. Services have to be extended tentacle-wise into adjacent areas which might have had their own identity and their own economy. Traffic problems increase, more and more people and cars are brought in, encouraged by expressways, spend-

ing time and money in the process to enjoy the doubtful privilege of contributing further congestion to already congested areas. In many places the damage has long since been done and the planner must do what he can with the situation and talk of decentralization. Fear of the atom bomb may achieve something where logic, economic and common sense have failed. There are, of course, some North American cities with varieties of green belts mainly of the parkway type.

PHILADELPHIA

Philadelphia with its tremendous problems of growth appears to be doing a good deal to cope with them and restore a little order from the chaos of the uncontrolled expansion. This may well be because it started as a planned city, a city with a master plan and has had occasional occurrences of limited planning until the present activities started. These have been continuous since 1942 when as a result of a private citizens' organization, "The City Planning Commission" was formed. In 1951, what was called "The Home Rule Charter" gave the Commission more powers and responsibilities over capital budget and program, the physical development plan, land subdivision, zoning and the purchase or sale of city real estate. Today in the city centre, we see the destruction of what is known as the Chinese Wall, that great width of elevated railroad tracks which fed the old Broad Street Station and split the city in two. Their destruction freed a large downtown area for development and the commission put forward a scheme utilizing it for office structures properly linked with public transport and served by a series of parking garages. It showed these proposals by means of a model which took the public fancy and received the support of the newspapers to such an extent that despite the fact that the area is privately owned and the proposals are for less than 50% coverage, the developer has agreed to them and they are being followed generally.

This provides an illustration of the possibility of demonstrating good planning so that it raises interest and support to the extent that public opinion will cause acceptance of the idea by private agencies concerned. Plans are underway, I have been told, to ensure "unified aesthetic appeal" by requiring that all construction in the area be approved by the City's Art Commission.

FINE LAYOUTS ARE NOT A LUXURY

This is very heartening, and for all North American Cities, I would put in the strongest plea for positive thinking and action on aesthetic grounds. Surely these prosperous cities can afford the luxury (if such it must be called) of pleasantly-disposed buildings in landscaped surroundings rather than put up, as they do, with the haphazard mixture of plots of full commercial development flanked by those of uneconomic use and even squalor—the last disfiguring the first and indicating an

overall commercial ineptitude relieved by an occasional success.

Personally I do not believe that pleasant surroundings and fine layouts should be considered a luxury, but that they are essential to the full life. In the average man, there is a natural desire, a primary urge, to enhance his surroundings and this urge should be stimulated and satisfied rather than discouraged and stifled. We should stimulate it with big ambitious schemes to exercise the imagination and provide a challenge. These are the ones that succeed.

ATTITUDE OF AMERICAN PLANNING STUDENTS

Even amongst American planning students, where one might expect a certain idealism, there seems to be an acceptance of the strangle hold of the private ownership of land and the real estate profit-taker on planning in American cities. Talking with some of them in a seminar at Harvard it seemed that they mostly considered that the only practical way of improving a city neighbourhood or district (in Chicago) was by increasing its revenue-producing capacity for the private gain of the developer—meaning in effect the transference of those living in the area to where they could afford to live and their replacement by a higher income group! While the so-called economic approach is not to be minimized, I see no prospect of achieving satisfactory city planning by such processes alone. There must be an element other than that of financial gain for some individual or individuals; there must be community interest and responsibility which will sometimes mean the weighing of pressures for private gain in developmental activities against the welfare of the city as a whole. After all, the interest of the developer is ephemeral but the community will have to live from then on with what the developer does.

"A GLORIFIED APARTMENT HOUSE"

I have not yet mentioned Italy or France. What is actually being carried out in these countries is mainly connected with post-war reconstruction. Of comprehensive planning there is very little evidence, but the new work over such large areas as at LeHavre is well related and homogeneous. There is at Marseilles, of course, an experiment in housing known as *Unité d'Habitation*. The idea is that of containing the equivalent of a village in one building—300 families in maisonettes with shopping and other facilities. It is an ingenious building and the 300 families are ingeniously pigeon-holed into it. They are, however, of a higher income level than was planned for, and the shops were not yet occupied when I was there. I do not think that a number of these as proposed would provide a very satisfying solution to the housing needs. The maisonettes are too cell-like and the public spaces too dark and unattractive to produce a community which after all is the essence of the village. At best it will be a glorified apartment house of which there are bigger and probably better examples, from the



Photo by the Author

"glorified apartment house"

point of view of accommodation and services, in New York.

EUROPE'S CONTRIBUTION

Your assistance in town planning from Europe may not be so much from the present trends as from what has been done in the past: for example, the way in which town space has been used: the development of the precinct and precinctual unity; the effect of major projects such as the London Squares from the estate development of titled landowners and Haussmann's boulevards of Paris, with the effective contrast between these wide traffic ways and the narrow connecting streets out of which traffic might well be kept. Why should we still persist in walking along roads or streets designed for vehicles, frequently holding up and being held up by them, subjected to their noise, smell, splashings and danger, just because in the distant past vehicles invaded the walking or riding ways? It is not beyond the ingenuity of planners to achieve the functional design of circulations for their use, vehicular for vehicles, pedestrian for pedestrians. It has been done and it is being done. It is of course easier in new developments. Ideas like this, to those who have never had them or have never seen them, seem impractical or even mad. But do not let that disturb you—there are others who will accept them just because they are new.

CONCLUSION

In conclusion, I am conscious that I have not told you how to plan Vancouver, how to meet its many problems and how to devise ways of getting projects carried out. I wish I could. But I am sure you will work these things out. May I wish you every success in your efforts and with my last words urge continuous and constant thought and action while there is yet time, so that, should you be visited by Mr. Clough-Williams Ellis, he will not be led to say, as he did on seeing Sydney, which with its bays, inlets and hills is a wonderful situation: "By God what a site; by man what a mess!"

L'URBANISME ET L'ARPENTEUR

par Jean-Claude La Haye, M.C.P.*

"L'urbanisme que c'est ça?" me demandait un jour un auditeur qui venait de m'entendre parler d'urbanisme pendant une bonne heure.

Pour surprenante qu'elle paraisse, cette question n'a pourtant rien d'étonnant. Posez-la vous-mêmes à vos amis et vous verrez que le labyrinthe deviendra d'autant plus inextricable que vous l'aurez posée à un plus grand nombre.

Posez la question à un humaniste et, entre autres affirmations, il vous dira que l'urbanisme c'est vieux comme le monde, qu'il en est question dans le *Livre des Nombres* 35: 1-4 et dans *Ezéchiel* 25: 45, que ce n'est que l'incarnation du gros bon sens.

Posez la question à un ingénieur et il vous démontrera que l'urbanisme est avant tout affaire de circulation et de services publics adéquats; que "personne n'a une connaissance plus étendue et plus profonde des problèmes de l'urbanisme que l'ingénieur."¹

Posez la question à un architecte et il affirmera que l'aménagement du sol se ramène en définitive à une distribution agréable et fonctionnelle des bâtiments; que "l'urbanisme devrait être un architecte qualifié, attendu que l'aspect création, élément dominant de l'urbanisme, est le lot des architectes."¹

Posez la question à un sociologue, à un économiste, à un géographe et ils vous répondront que l'essence même de l'urbanisme réside dans le choix judicieux du meilleur

usage qui puisse être fait du sol et que cela relève fondamentalement de l'économie, de la géographie et des sciences sociales. Pour eux, la technique de mise en plan n'est que secondaire. Peut-être même vous citeront-ils, pour terminer, le passage suivant, extrait du *Adams Report*: "Without the social sciences, the most gifted design is sterile or misleading, the most skilled presentation techniques meaningless"² ou encore cette phrase prononcée en 1935 par un membre distingué de votre corporation: "Town Planning is a vast subject which may be properly termed as a 'social science'."

Posez la question à un administrateur et il vous répondra que sans lui il n'est point de programme, point de coordination, point de mise en oeuvre, car, dira-t-il, s'il n'est point de musique orchestrale sans chef d'orchestre, il n'est point d'urbanisme sans administrateur. Statistiques à l'appui, il vous étonnera par le nombre incalculable de plans d'ensemble qui n'ont pas survécu à l'accouchement, faute d'administrateur suffisamment versé dans l'art de la politique et la science du gouvernement pour leur conserver vie. A l'appui de sa thèse, il vous fera l'apologie des Haussmann, des Robert Moses et des David Lilienthal.

Posez la question à un arpenteur . . . , je vous laisse le soin de répondre. Je vous rappellerai cependant un passage tiré du mémoire de la Royal Institution of Chartered Surveyors soumis au *Committee on Qualifications of Planners* auquel je réfèrais plus haut: "The Institution

*Après des études en commerce et en science économiques à l'Université McGill, M. La Haye alla au Graduate School of Design de l'Université de Harvard où il reçut le grade de Master of City Planning en 1952. Attaché présentement au Service Provincial de l'Urbanisme de Québec, M. La Haye consacre la majeure partie de ses travaux à des recherches et à des activités pratiques sur le zonage et le contrôle des lotissements. Cette expérience il la partage avec les étudiants de la faculté d'Arpentage et de Génie Forestier de l'Université Laval de Québec, où il enseigne depuis deux ans.

¹Report of the Committee on Qualifications of Planners, Ministry of Town and Country Planning and Department of Health for Scotland. Available from United Kingdom Information Office, 275 Albert Street, Ottawa.

The Adams Report on Planning Education in the United States, American Institute of Planners, 34 Brattle Street, Cambridge, Mass.

²Adams: op. cit.

... does not claim a monopoly in town and country planning nor would it concede a monopoly to any other profession ..."

Et dans le rapport du secrétaire du comité d'urbanisme de votre corporation, soumis le 18 avril 1934: "L'Arpentage est essentiellement lié à l'urbanisme. L'arpenteur trouve dans ses connaissances techniques tous les éléments de l'urbanisme." Et encore en 1935: "The Land Surveyor has very proper claims for consideration in the fundamental work of sound planning."

Les réponses des témoins que vous venez de questionner contiennent beaucoup de vrai et de justesse. Aussi bien ne suis-je pas porté à les contredire.

Aucune d'elles ne me satisfait cependant, car l'urbaniste, à mon avis, ne doit pas se laisser circonscrire par une spécialité. L'urbanisme, dans son essence même, doit les éliminer toutes puisqu'il est fondamentalement une fonction de synthèse et de coordination qui emprunte librement à certaines professions spécialisées mais dont aucune ne peut se réclamer exclusivement.

En réalité, l'urbanisme, où prédomine l'inquiétude sociale, est quelque chose de fondamentalement nouveau. Ce nouvel urbanisme est le fruit de l'énoncé des nouvelles théories sociales du début du siècle et l'aboutissant des écrits de Patrick Geddes. Il est global. Sa base d'opération est l'ensemble des facteurs urbains et non plus seulement l'un ou l'autre des éléments particuliers d'où surgit la cité. L'art urbain et la circulation demeurent deux de ses objectifs mais ne sont plus nécessairement ses éléments dominants. Il subordonne la composition et les techniques de mise en plan aux objectifs d'ordre social et économique qu'il se fixe.

Il a une fonction définie et ses méthodes propres qu'on ne confond plus avec celles des professions spécialisées depuis longtemps reconnues. Il a pour objet l'aménagement des villes et de leurs banlieues, et sa fonction est de déterminer les caractéristiques et "l'emplacement des cellules paroissiales, des voies de circulation, des édifices et des services publics ainsi que des constructions privées, de manière à rendre pour ses habitants le séjour de l'agglomération urbaine sain, commode et agréable."

Pour aborder cette tâche avec quelque chance de succès, les urbanistes ont élaboré au cours des dernières décennies, une méthodologie qui est aujourd'hui universellement reconnue.

Elle comprend trois phases principales: (1) l'enquête documentaire, (2) la programmation et la mise en plan et (3) la mise en oeuvre.

L'enquête portera entre autre sur la géographie naturelle (topographie, podologie, géologie, etc.) sur les caractéristiques de la population présente et future, sur l'organisation et les services communautaires, sur les possibilités d'expansion industrielle, sur la circulation, les services, l'administration et les finances.

Cette enquête permettra l'évaluation des besoins actuels et futurs à satisfaire et un programme d'utilisation du sol sera ensuite formulé. Les décisions clés étant prises, elles seront transposées dans un plan général d'aménagement qui sera graduellement détaillé et mis au point.

Enfin, pour aider à la réalisation du programme envisagé, une réglementation appropriée sera préparée concernant le zonage, le contrôle des lotissements et l'administration.

Ce travail outrepassa le champ d'action généralement concédé à différentes disciplines. Les connaissances requises pour le mener à bien ne sont évidemment pas maîtrisables par une seule personne et le travail d'équipe s'impose ipso facto. Cette équipe sera composée (1) de spécialistes, (2) d'urbanistes professionnels et (3) d'un coordinateur ou urbaniste en chef.

Par spécialistes, j'entends tous ceux dont les services sont spécifiquement requis pour la poursuite de l'enquête et les travaux de détails requérant des connaissances très spécialisées. Les sociologues, les économistes, les géographes, les statisticiens comptent parmi ceux dont les services sont les plus utiles pour cette enquête. De même, l'expertise des arpenteurs, des ingénieurs et des architectes s'avère indispensable pour apporter à un plan général de développement les précisions qui relèvent de chacune de ces sciences appliquées. On requiert les services de ces gens en tant qu'experts dans leur sphère d'activité propre.

L'urbaniste au contraire ne devra pas laisser capter son attention par une spécialité ou une technique particulière, car sa fonction est précisément d'envisager le développement urbain sous tous les angles à la fois en coordonnant les efforts des spécialistes. L'urbaniste doit avant tout avoir une optique globale, concevoir la ville d'abord et avant tout dans son ensemble et non dans l'un ou l'autre de ses éléments constituants. C'est cette attitude d'esprit qui le caractérise et le distingue des différents techniciens qui participent aux opérations d'urbanisme en tant qu'experts dans leur propre sphère d'activité. "Il doit rechercher la cohésion intelligible des oeuvres partielles dans le grand tout," disait un de vos regrettés confrères, Napoléon Boulet.

La formation qu'exige ce métier implique d'abord une initiation aux disciplines sociales et économique ainsi qu'aux diverses techniques des sciences appliquées. L'urbaniste devra les connaître suffisamment pour en comprendre le langage propre, en saisir l'interdépendance et apprécier l'importance de la contribution possible de chacune d'elles dans la préparation d'un plan. Ensuite, l'urbaniste doit avoir un certain bagage scientifique propre à sa profession, tel la connaissance des lois qui guident l'évolution des villes, des principes de l'utilisation et de l'occupation du sol, des normes d'aménagement, des règles de la composition, de la législation et des procédures

administratives qui rendent possible la mise en oeuvre d'un plan.

Comme les autres professions, l'urbanisme doit demander ses prémisses à d'autres disciplines professionnelles. Ses connaissances convergent toutes cependant vers un foyer unique, celui de l'utilisation et du contrôle de l'usage du sol.

Dans les cas où l'envergure des travaux requiert le concours de plusieurs urbanistes, il est évident qu'il faudra un chef d'équipe pour établir une cédula de travail, distribuer et coordonner l'ouvrage, assumer la responsabilité de la conception générale d'un plan, de sa présentation et sa mise en oeuvre.

RENCONTRE SUR LE PLAN MUNICIPAL

Nous avons parlé des qualifications de l'urbaniste et de ses méthodes de travail. Vous connaissez fort bien celles de l'arpenteur-géomètre. Nous pouvons donc sans plus tarder chercher les points de rencontre de ces deux professions.

Le premier peut être une *identification* purement et simplement. On aura en effet déduit de nos remarques du début que l'arpenteur lui-même peut être urbaniste. Il lui suffira d'aimer le métier (qui, je vous le confesse, est parfois ingrat), d'avoir l'attitude d'esprit que nous vous décrivions plus haut et de maîtriser certaines connaissances qu'il aura acquises par des études universitaires post-graduées ou encore par la voie plus courante de l'expérience et du perfectionnement personnel. J'ajouterais cependant que, s'il veut faire oeuvre utile et atteindre à une haute compétence, "l'arpenteur-urbaniste" ne devra pas considérer l'urbanisme comme un corollaire de sa profession originale mais s'y consacrer entièrement. Beaucoup d'ingénieurs sont arpenteurs et vice versa. En existe-t-il vraiment qui n'ont pas négligé une profession au profit de l'autre?

Demandons-nous maintenant quel rôle l'arpenteur est appelé à jouer en tant qu'*arpenteur proprement dit*, dans la préparation d'un plan d'ensemble d'aménagement.

Nous avons sectionné le travail de l'urbaniste en trois parties: l'enquête documentaire, la programmation et la mise en plan, et, en dernier lieu, la mise en oeuvre. Nous aurions pu coiffer le tout d'une étape préliminaire, souvent la plus laborieuse, la signature d'un contrat. Et c'est à ce stage que se situent les premiers jalons de collaboration entre l'urbaniste et l'arpenteur.

Pour entreprendre son travail au service d'une municipalité, l'urbaniste a besoin d'un premier plan montrant (1) les limites exactes du territoire municipal qu'il doit aménager, (2) l'assiette des rues et (3) les lignes de propriété. Vous n'êtes pas sans savoir que l'établissement d'un tel plan nécessite, dans la grande majorité des cas, une révision cadastrale. Dans les cas où une telle révision s'impose, l'urbaniste, s'il est compétent

et consciencieux, se fera un devoir de démontrer à son client la nécessité et les avantages d'un tel travail, de lui rappeler les modes de contribution qu'il peut espérer recevoir du Ministère des Terres et Forêts et de l'inviter à convoquer un arpenteur à une entrevue tripartite où sera discuté cet item fondamental. Car ce n'est qu'après le règlement de cette question que l'urbaniste pourra établir le coût des travaux de planification qu'on désire lui confier.

Dans les cas où la dernière révision cadastrale est assez récente, il suffira d'un simple assemblage des différents arpentages faits depuis la dernière révision. Si la municipalité a la sagesse de confier ce travail à un arpenteur, l'urbaniste n'aura qu'à se réjouir d'une telle initiative, parce que son travail en sera d'autant simplifié et parce que ses plans atteindront à un plus haut degré de précision.

Le deuxième document de travail de l'urbaniste sera un plan montrant le relief et l'utilisation du sol. Aucune profession n'a le monopole de la levée des niveaux, du dressage des plans topographiques et de la photographie aérienne. Mais il est évident que plus les urbanistes feront leur besogne, plus les arpenteurs se verront attribuer leur quote-part dans ce genre de travaux.

Ces quelques idées, forcément incomplètes, suffiront à illustrer la contribution des plus importante de l'arpenteur dans l'enquête préliminaire à la confection d'un plan directeur d'aménagement et les relations entre l'arpenteur et l'urbaniste qu'implique une telle contribution.

Pour ce qui est de la programmation et de la composition du plan lui-même, nous pouvons dire que cela relève en totalité des urbanistes.

Et sans plus insister, nous en arrivons au troisième stage ou, plus précisément, à la mise en oeuvre d'un plan directeur. Pour bien comprendre le rôle de l'arpenteur à ce stage, nous énumérerons d'abord les principaux outils dont l'urbaniste dispose pour concrétiser les recommandations d'un plan directeur. Ce sont:

- (1) le règlement de zonage,
- (2) le règlement de contrôle des lotissements,
- (3) les prévisions budgétaires de dépenses capitales,
- (4) l'homologation,
- (5) l'expropriation,
- (6) le remembrement.

Cette simple liste, qui ne manque pas d'être trop générale, nous laisse déjà voir le rôle des plus important que le géomètre est appelé à jouer pour permettre la réalisation d'un plan.

Au chapitre de la réglementation relative au contrôle des lotissements, soulignons que l'urbaniste recommandera, et cela dans tous les cas, que toute parcelle sur laquelle une construction doit être érigée, porte un numéro cadastral distinct. L'arpenteur restera donc continuellement en scène. Grâce à ces arpentages, le

livre terrien fourni par l'arpenteur lors de la revision cadastrale dont nous parlions plus haut, sera constamment tenu à jour de même que le rôle d'évaluation qui est la pierre angulaire des prévisions budgétaires. Les arpentages permettront aussi une observance plus rigoureuse du règlement de zonage.

Pour établir un treillis basique des grandes voies de circulation, l'urbaniste de la province de Québec peut recommander l'emploi d'un outil des plus efficace: l'homologation, c'est-à-dire le droit dont jouissent les cités et villes d'exproprier un terrain sans payer les améliorations et les constructions qui y ont été faites depuis la sanction du plan par la Cour supérieure. L'urbaniste ne recommandera l'usage de ce droit éventuel d'éviction qu'avec une extrême discrétion. Et lorsque pour des raisons de bien commun il jugera nécessaire d'y recourir, il requerra les services d'un arpenteur pour préparer et signer le plan d'homologation qui recevra la sanction de la Cour.

Dans les questions d'expropriation, la mission du géomètre est double. D'abord, avant d'entreprendre les expropriations requises pour l'exécution d'un projet d'urbanisme, l'arpenteur sera généralement appelé à établir avec exactitude les limites des propriétés sujettes à l'expropriation et à en établir les superficies réelles. Ensuite, le géomètre pourra être désigné comme expert pour participer à l'estimation des terrains et des constructions et au calcul des diverses indemnités d'éviction à attribuer aux expropriés.

C'est aussi à lui qu'on aura recours pour exécuter le remembrement des parcelles permettant l'exécution de grands projets publics de construction tel celui que recommandait récemment au Comité Exécutif de la cité de Montréal le Comité Consultatif pour l'élimination des taudis et pour l'habitation à loyer modique. Je me permets de souligner en passant l'urgente nécessité d'une législation qui permettrait de veiller à ce qu'il n'y ait plus de parcelles si petites, si mal conformées, si biscornues que l'on doive y refuser tout permis de construire.

Il est d'autres domaines où l'arpenteur peut contribuer à la mise en oeuvre d'un plan directeur de développement, mais pour ne pas prolonger indûment cet exposé, je me contenterai de souligner l'établissement d'un système de contrôle des arpentages dont vous savez l'utilité.

Tel est le rôle prépondérant que peut jouer l'arpenteur dans les travaux engendrés par l'établissement d'un plan communal d'aménagement. Soulignons que l'urbaniste qui assume la responsabilité d'un tel plan n'intervient en aucun temps dans le travail professionnel de l'arpenteur et que celui-ci est toujours directement responsable à la municipalité qui retient ses services et non pas à l'urbaniste. Ce dernier ne fait, pour sa part, que recommander l'exécution de divers travaux impliquant

nécessairement les services spécialisés de l'arpenteur. Ce qui veut dire que tous deux se retrouvent sur un même palier, celui d'un besogne d'ensemble à exécuter, à laquelle l'un et l'autre contribuent et dont ils sont tous deux *individuellement* responsables à un même organisme.

RENCONTRE SUR LE PLAN PRIVÉ

Ce qui est vrai sur le plan municipal ne l'est pas moins en ce qui touche l'exécution des travaux plus humbles que l'urbaniste se voit confier. Pour illustrer ce dernier point, nous étudierons, si vous le voulez bien, le cas d'un constructeur désireux d'entreprendre l'érection d'environ une centaine de logements.

Conscient de son rôle social, soucieux d'un urbanisme convenable et désireux de thésauriser le plus possible, notre individu, qui se méfie tout naturellement des urbanistes, retient tout de même les services de l'un d'eux, rencontré par hasard. Ce dernier détail est assez significatif, car si le malade a instinctivement recours au médecin et l'homme d'affaires à l'avocat, peu de constructeurs sont naturellement portés à consulter un urbaniste car l'urbanisme n'est pas encore partie de nos mœurs. Comment voulez-vous, en effet, qu'un "lotisseur-bâtitisseur" se présente de sa propre initiative chez un urbaniste quand, dans cette province, l'urbanisme n'a à peu près rien de tangible à son actif.

Le projet de notre constructeur étant une opération d'une certaine importance, nous allons scinder le travail de l'urbaniste en plusieurs tranches que nous énumérerons comme suit: (1) analyse comparative des terrains disponibles sur lesquels le projet envisagé pourrait être réalisé; (2) relevé détaillé du terrain choisi et de ses environs; (3) esquisse d'aménagement et esquisse comparative des coûts de mise en valeur; (4) plan préliminaire et approbation des autorités municipales; (5) plan final du projet de lotissement; (6) implantation des bâtiments en plan et en élévation; (7) aménagement des espaces verts et des lots individuels.

Ceci me semble résumer assez bien les services que l'urbaniste peut rendre à notre contracteur.

Revenons maintenant au travail qui concerne le lotissement proprement dit.

Après avoir matérialisé sur un plan général l'état des lieux, les dispositions de zonage, les exigences du plan directeur, s'il existe, la localisation des services publics, etc., l'urbaniste fait face à deux alternatives.

S'il choisit la première qui consisterait à composer un plan d'aménagement sur un terrain dont le périmètre n'aurait pas été établi par un arpenteur, il risque de se brûler les ailes. Lorsque, en effet, le projet sera arpenté, et il le sera nécessairement, l'arpenteur devra d'abord établir le périmètre du terrain d'après les titres de propriété. Généralement, cette délimitation ne coïncidera pas exactement avec les données préliminaires; ce qui mettra le feu aux poudres, car tous les partis en cause

seront embarrassés. L'arpenteur perdra un temps précieux en s'évertuant à insérer dans un cadre rigoureux le projet irréal de notre compositeur de plans. L'urbaniste y perdra ses plumes et son prestige et les grandes personnes chuchoteront, non sans raisons, que les urbanistes ne font que du travail d'amateurs. Quant au client, il y perdra son argent.

Si, au contraire, l'urbaniste procède comme il se doit de le faire, il expliquera à son client que l'arpenteur devra d'abord préciser les limites de sa propriété avant d'y piquer des lots et qu'il n'en coûtera rien de plus d'autoriser l'exécution de ce travail avant de préciser l'une ou l'autre des esquisses préliminaires d'aménagement qu'il a en mains.

Si l'urbaniste prétend que ses plans valent plus que des croquis à main levée, il se doit de procéder de cette façon. Pour ma part, je n'en vois pas d'autre et à mon avis, à moins de circonstances atténuantes, ce serait manquer de conscience professionnelle que d'agir autrement.

Et nous voici en face d'une question très délicate, la participation de l'urbaniste aux travaux de lotissements. Si j'ai tenu à parler de cet aspect particulier des relations entre l'arpenteur et l'urbaniste, c'est que le sujet est brûlant d'actualité et je sais l'intérêt qu'il suscite lorsque j'ai le plaisir, comme il m'arrive assez souvent, d'en discuter avec l'un de vous.

En furetant dans les comptes rendus des débats de vos congrès des dernières décennies, j'ai relevé une pensée, que vous avez peut-être à l'esprit et dont monsieur Napoléon Boulet vous a fait part, il y a vingt ans déjà: "Si aujourd'hui", disait-il, "l'arpenteur n'élargit pas les cadres de sa profession jusqu'aux confins de l'urbanisme, il limitera son travail au relevé et à la mise en plan des grandes lignes, tandis que la composition du lotissement deviendra une spécialité qui lui échappera."

Cette prévision faite en 1935 s'est-elle réalisée? Je ne le crois pas. Pourrait-il aujourd'hui, à cette tribune, répéter les remarques qu'il faisait alors? Peut-être. Ce dont je suis certain, cependant, c'est que le problème est toujours actuel et qu'il convient d'en chercher en commun les solutions.

Celle à laquelle je faisais allusion plus haut présuppose une nette démarcation entre l'arpentage et l'urbanisme. Le bornage, la cadastration et le piquetage des

lots sur le terrain serait du ressort de la première profession et cela conformément à la pratique courante de même qu'à la loi. Les autres éléments du lotissement d'ordre social et économique, mais, n'ayant rien à voir ni avec la technique de l'arpentage ni avec les questions légales qui s'y rattachent, seraient confiés à la seconde.

Si elle satisfait le client et si, de plus, elle peut donner de bons résultats, cette solution, de votre point de vue, n'est certes pas idéale et j'en conviens aisément. Mais j'ajouterai qu'il n'en tient qu'à vous qu'il en soit autrement car je crois, pour ma part, que si l'on fait exception des analyses économiques, de l'implantation des constructions et de l'aménagement des espaces libres, l'urbaniste ne joue qu'un rôle de suppléant dans les travaux de lotissement. Il laboure un champ non cultivé.

"La composition" vous disait monsieur Napoléon Boulet en 1939, "échoue trop souvent en dessinateur qui, avec assurances, devient dès lors l'artisan principal".

Peut-être avons-nous dans cette courte phrase la clé du problème. De plus, le contexte laisse supposer que monsieur Boulet avait une attitude constructive, dynamique, confiante et que, plutôt que de clôturer son champ pour arrêter l'envahisseur, il entendait l'occuper de façon si totale par la voie de la compétence que les autres n'y puissent trouver place. A quoi a servi, dites-moi, l'opposition de certains arpenteurs à l'avènement de la photogrammétrie? D'aucuns regrettent aujourd'hui, et non sans raison, de ne pas avoir d'emblé occupé ce champ. Un complexe professionnel d'infériorité qui se manifeste par une attitude défensive et isolationniste n'a jamais donné rien qui vaille.

Et pour ma part, je tiens à vous assurer que le jour où la suppléance n'aura plus sa raison d'être, les urbanistes n'auront qu'à s'en réjouir, car ils pourront alors se consacrer plus entièrement à leur besogne principale dont nous avons esquissé les grandes lignes au début de cette causerie. Arpenteurs et urbanistes regarderont alors ensemble dans la même direction et la médiocrité, la laideur de nos villes et villages, leur développement désordonné, tout cela deviendra un fait d'histoire.

Très sincèrement, nous tendons de toutes nos forces vers l'instauration définitive et totale de cet excellent climat de confiance et d'estime réciproque sans lequel, nous le savons bien, nous ne ferons jamais rien de bon ni de durable.

Manitoba communities are headed toward the standard pattern of blighted areas and slum conditions. This is becoming more and more evident as the number of towns and municipalities seeking guidance and advice increases, but unfortunately, there is no established form of planning authority to whom they can turn in Manitoba.

Towns and municipalities are finding themselves encumbered by the lack of zoning, mixed land use, fringe and ribbon development, and by the ever-increasing financial burden of supplying and maintaining the essential services.

These facts have been brought to light in a report by Gerald A. P. Carrothers upon planning practices and prospects in Manitoba. Mr. Carrothers' report is here reviewed by Mr. Jack Robbins of the Manitoba Division of the Community Planning Association of Canada.

MANITOBA TOWNS NEED PLANNING

PLANNING activities in Manitoba commenced in the early part of the twentieth century, partly as a result of the interest in planning concepts spreading from Europe, but more directly through the rapid increase of immigration which resulted in the sudden development of small communities through the area.

Local planning in the Province under the Town Planning Act was active until the depression years of the thirties, and then practically non-existent through the years of World War II. In fact, apart from Greater Winnipeg, between the years 1938 to 1947, only one scheme under the Town Planning Act was adopted and this was but an amendment regarding a summer resort area.

Post-war development fostered renewed interest in planning. By 1952, there were over 90 town planning schemes and amendments under the Town Planning Act covering areas in 32 communities. The urgent need for some form of Provincial Planning Authority had become apparent. More and more towns were being faced with constantly recurring problems of growth and development but with their limited financial means were unable to employ the kind of technical staff who could help resolve their growing pains.

THE CARROTHERS REPORT

Due to the increasing concern over planning, or the lack of planning, in Manitoba, a research project was established under the sponsorship of the Central Mortgage and Housing Corporation of Canada and the Provincial Government of Manitoba and carried out under the direction of The University of Manitoba. A research planner, Gerald A. P. Carrothers, was engaged to make a study of the present practices and future prospects of community planning in the Province.

This study included the analysis and comparison of planning practices in Manitoba with those in neighbouring provinces and some of the nearby States. In Manitoba, in addition to the Greater Winnipeg area, a total of fourteen typical communities were studied. As a result of this project, Mr. Carrothers points out a great number of inadequacies and weaknesses in the present situation.

ISLAND PARK, PORTAGE LA PRAIRIE. One of Manitoba's more attractive municipal parks. There are too few of them.

Photo: Department of Industry and Commerce, Manitoba Government





Photo: Eric W. Thrift

Fringe development, one of the commonest diseases of urban growth, is too prevalent in Manitoba. The symptoms are scattered, unregulated building and often unsanitary conditions. Once such growth has occurred, it is costly to supply sewers, roads or sidewalks.

MAIN CONCLUSIONS OF THE REPORT

One of the main conclusions from this report is the urgent need for a Provincial Planning Agency to develop activity at the Provincial level, to provide technical personnel at the local level, to assist in planning proposed development and to provide the necessary guidance for those communities which are financially unable to prepare their own town planning schemes.

The communities of the Province are faced with a multitude of problems which call for a Province-wide approach to their solution. The majority of communities in Manitoba have expanded only since the opening half of this century and under similar circumstances, it is not surprising that their uncontrolled growth follows a very similar pattern. Most of the communities straddle the main highway upon which they find themselves, or are situated to either one side or the other in a standard and somewhat uninteresting grid development. The lack of or the improper subdivision of land has also resulted from ignoring the topography. Commercial areas tend to follow the line of the main street which may be a part of, or may bisect, the main highway. Often ribbon development seems then to become the natural process of growth.

Paralleling this there is a complete lack of zoning restrictions with a corresponding growth of blighted areas of various kinds, and ever-increasing costs for municipal services, roads, sidewalks, water and sewers.

While comparatively few communities are served by sewer and water, where these facilities are available the town or village has often outgrown the already inade-

quate supply, and, due to present subdivision practices, the result is the higher cost of installation and maintenance.

Mr. Carrothers also points out that in many areas inefficient land use and, particularly fringe development, has resulted in excessive financial burdens being placed on the community through having to supply essential services—with little or no financial assistance from the fringe development areas.

Manitoba communities, having essentially an agricultural base, have been unaccustomed to industrial activity. A consequent unawareness of the implications of industrial growth, together with haphazard zoning restrictions, has resulted in a great deal of mixed land uses. The improper location of industrial sites has created problems such as the danger of fire, which has been known to destroy large parts of commercial areas, and which could wipe out an entire town or village.

With the establishment of a Provincial Planning Agency, the author indicates, these common problems could be better analysed, and the necessary remedial procedures adopted. This aspect of the functions of the agency would of necessity be of a supervisory nature, providing guidance and assistance to local communities, and providing advisory staff in the setting up of programs where called for by financial circumstances. Local communities should also be protected against the encroachment upon one municipality by untoward development in another. The encouragement of the common need of understanding, co-operation and co-existence is called for.



Photo: Eric W. Thrift

Fringe development reflects a community's lack of decent housing. Where there is enough sound housing available at costs people can afford, this spontaneous "overspill" abates. The second main remedy is for our towns and their neighbouring rural authorities to cooperate in planning the use of land in the urban fringe areas.

The Provincial body would also be fitted to assist in the future development of a provincial highway network, the encouragement of industrial activity in undeveloped areas, the efficient utilization of the resources of the Province, and the programming of major provincial public works.

LOCAL PLANNING ADMINISTRATION

The Carrothers Report discusses local planning administration by outlining four possible techniques:

- (1) *An Independent Planning Authority.* Generally appointed by Provincial Government, having powers to plan from the inception of planning proposals to final consummation; useful primarily in areas where development is in the initial stages and full-fledged local government does not yet exist.
- (2) *An Advisory Planning Commission.* The most common type of planning body—an Advisory Commission; generally prepares plans for submission to the local government; and those plans which are accepted are executed by the appropriate civic departments; there is occasional delegation of certain subdivision approval and zoning powers to the Commission from the local government.
- (3) *A Municipal Planning Department.* In many instances more recently, the purely administrative functions of planning have been placed under a separate civic department. This department has a relationship to civic administration like that of any other department. An advisory planning body may exist at the same time.

- (4) *A Technical Co-ordinating Board.* This is a body made up of top civic department officials whose purpose is to coordinate all the activities of the civic administration in the development of the community. The executive planning officer is usually its chairman or secretary.

MASTER DEVELOPMENT PLAN

The Report outlines the functions of the fundamental tools of planning. Those of the Master Development Plan are described as follows:

"The first function of the Master Development Plan is to assist the Planning agency in its work. To perform this function it should be a highly flexible document serving as a guide upon which planning officials might base investigations, deliberations and proposals. As the circumstances of a community change, the master development plan should be susceptible to revision and amendment, and therefore should only be adopted by the legislative authority as a general guide and not as a rigid document."

"The second function of the master plan is to serve as an overall guide for the activities of all public and private agencies involved in community development. To accomplish this it must be a comprehensive document involving considerable detailed analysis. While flexibility of revision is a characteristic of this function also, it involves a much higher degree of technical accomplishment than is involved in the first function, in view of the greater variety and complexity of the agencies which it is intended to influence."

"The third function attributed to the master plan in current practice is the arousing and retention of public interest in, and the acceptance of the planning process as a vital factor in the development of the community. This is essentially a matter of public relations, of a quite different nature from the previous two functions. The need for this function is founded in the conviction that the planning process can only be effective with a sound basis of public acceptance and participation, and the master plan is a logical tool with which to foster such public action."

"There is a fourth function which has not always been a part of the master plan as such, but which must be included as a part of the planning process, either as a function of the master development plan or prior to its preparation. The master development plan should suggest to the community alternative courses of action, together with the ramifications and consequences of each and should be a positive aid in assisting in the reaching of decisions with respect to following any particular procedure. The legislative authority of the community must be given full opportunity to analyse and determine varying possibilities of development. To be effective, the master plan should not become definitive until the elected officials of the community have exercised their decision-making authority in establishing the courses of action which it is their responsibility to determine as the representatives of the community. The final responsibility for determining which courses of action should be followed must rest with these elected representatives of the community, and not with the planning officials. Moreover it should involve more than the mere disapproval or approval of 'a' plan."

"All these functions are essential components of a truly adequate master development plan; but the question arises as to how the various objectives can be reconciled within a single planning tool. At times the short range objectives of a planning program may not be entirely compatible with long range objectives. Also, it is likely that the information needed by the technical planning staff and the operating agencies will be of a completely different nature from that which would be of most use to a citizen planning board or from that most suitable for dissemination to the public. Under circumstances such as these the various functions of a master development plan may conflict, necessitating compromises in form, content, and use. However, if all four functions are clearly recognized and acknowledged, and if the form and content of the master development plan is designed to express them adequately as independent and important purposes, it is possible to achieve them all."

"TOWN PLANNING SCHEMES"

The Carrothers Report emphasizes the inadequacy of present standards for "schemes" under the Town Plan-

ning Act. In particular he points out that the "town planning schemes" have not been used for positive planning, but have been applied as a major instrument of land use regulation (i.e. zoning), and few current schemes contain significant provision for the positive guidance of future community development.

He therefore recommends that the scope and function of "town planning schemes" under the Act be enlarged and clarified in order to permit preparation and implementation of master development plans more effectively, inasmuch as responsibility for the success of planning rests ultimately with the provincial authority.

INTERIM PLANNING CONTROL

In the light of experience in the application of "Partial Town Planning Schemes", these do not appear to be sufficient in themselves to ensure proper interim development in a community during the preparation of more comprehensive planning programs. The "partial town planning scheme", as a planning instrument under the Town Planning Act, needs to be clarified and the scope and functions broadened to provide for adequate temporary control for a specified period during the preparation of the various planning instruments. There needs to be a provision whereby interim development orders may be made by the Province, through the proposed provincial planning board, to cover any particular community. Such orders should prescribe the following: powers of the local authority under the order, the administrative organization for carrying out these powers, and procedures for appeals to a provincial judicial or semi-judicial agency.

The Report also brings out the need for legislative provision to authorize the Minister under the Town Planning Act, through the provincial planning board, to issue orders establishing planning areas of such dimensions as the circumstances dictate, such areas to extend a sufficient distance beyond the limits of a municipality to ensure the integrity of local planning activity.

While the Town Planning Act seems to provide powers of extra-territorial planning control, in practice the extent of areas governed by town planning schemes is limited to a single municipality, except in those instances where parts of a municipality have later been incorporated as separate identities. In those cases, existing town planning schemes have remained in effect.

There is also a need for provision to achieve extended planning areas where intermunicipal or district planning administrations are established, and thus form a suitable central planning unit.

The Report recommends that provision be made specifically excluding from such extended planning areas any other urban or suburban communities which are functioning as separate entities.



Photo: Eric W. Thrift

Low-lying outskirts of city, with deteriorated housing, small shacks constructed of tin, wood, old billboards and signs. Such liabilities as these are not beyond remedy.

LAND USE CONTROL

The Report points out very effectively that one of the most important functions of community planning activity is to ensure the development of the most appropriate pattern of land uses. In implementing the broad programs of the master development plan, there are a number of important measures which originate in regulatory powers of land use control, the most significant of which are zoning, building, and sanitary regulation. In order to integrate these controls with the broad measures of the master development plan and other planning devices, local regulations for the control of land uses should be prepared by the local planning agency. Provision should be made for suitable appeals from administrative decisions to a separate board.

It is also desirable that discretionary powers be given to the appeal board, with the advice of the planning agency, to propose modifications in the nature of the appeal, rather than requiring the appeal board to give an unqualified judgment.

Clarification of the techniques of zoning regulations are also indicated. Due to zoning being a component part of a "scheme" under the Town Planning Act, consequent inflexibility has made schemes unsuitable as a means of exercising zoning controls, and largely destroyed the original value of the "town planning scheme" under the Town Planning Act as a means of implementing broad planning measures.

The test for amending land use regulations should be that of demonstrated community need for change and of proper relationship to over-all community development. Therefore, provision should be made so that, before revising a zoning by-law, a board of amendment should secure the advice of the planning agency and hold public hearings to determine if, in fact, such changes would be beneficial to the community as a whole. In



Photo: Eric W. Thrift

Mixture of industry, churches and housing. As a town develops, such mixtures — typical of many small and medium sized communities—are a handicap to all concerned.

order to ensure the necessary flexibility in regulatory measures, provision should be made for the utilization of such devices as transitional uses between zones, and establishment of volume standards or floor ratio areas instead of height requirements for buildings. In addition, landscaping and other related activities should be subject to control standards in order to promote the most suitable surroundings for the community as a whole.

HIGHWAY AND STREET SYSTEMS

A considerable problem exists with regard to inadequate street systems and traffic congestion. Few communities have an adequately defined system of traffic arteries, and existing streets are seldom designed or even capable of handling present traffic requirements. Municipalities need powers to establish standards for various types of streets, and there is also a need for the provision of standards on a provincial basis. Provision is also needed authorizing municipalities to restrict points of access onto major thoroughfares.

At the provincial level, the effectiveness of highways is being seriously endangered by ill-considered development between communities. Provision is required to limit the number of road accesses to highways, and to control undesirable, distracting or deteriorating development adjacent to the highways. This requires provincial legislation under which highways can be designated, by the proposed provincial planning authority, as "limited access" roads, so that abutting property owners do not necessarily have the right of direct vehicular access. Adequate subdivision requirements will be necessary to provide for dedicating land essential for future highway widenings, and to discourage small lot development immediately abutting the highways. Such requirements should be administered locally, as far as

MANITOBA TOWNS NEED PLANNING

possible, but supervised by the provincial planning authority.

If development is permitted adjacent to the highways converting them into local streets, with all the attendant hazards which demand controlled speed zones, the provincial investment in the highways system can be destroyed in considerable measure. Expensive re-routing then becomes the only alternative if the province is to retain an adequate highway system.

RECOMMENDATIONS

The specific recommendations contained in the Carrothers report may be grouped into three general areas of concern—those dealing with legislative authority, those concerning administrative organization, and those with respect to particular powers of planning implementation.

First, since the ultimate legislative authority for all planning activity in Manitoba lies with the provincial government, it is proposed that existing legislation with respect to planning be integrated and clarified and that new provisions be enacted where required. Within this broad area lie also the recommendations that administrative planning activities be separated from semi-judicial functions and that the various responsibilities with respect to planning be clarified.

Some of the attractive rural landscape of the Assiniboine River Valley in southwestern Manitoba. Will it be protected from misuse, encroachment and destruction?

The second group of recommendations includes proposals for the creation of a provincial agency to discharge the responsibilities of the Province with respect to planning powers and implementation; the provision for intermunicipal planning activity; the creation of a metropolitan government for Greater Winnipeg, with particular reference to the integration of the planning function in such an administration; and the achievement of effective planning administration at the municipal level.

Finally, proposals are made for the effective use of various instruments of planning implementation, including the following: master development plans, town planning schemes, subdivision control, land use regulation, street and highway designation, public works programs, housing and redevelopment programs, interim development orders, and extra-territorial planning areas.

* * *

This reviewer concludes that the proposals here outlined should be studied fully in Manitoba and should receive consideration for adoption by the Province at the earliest possible date.

JACK ROBBINS

Community Planning Association of Canada,
Manitoba Division, Winnipeg.

Photo: Virden Studio, Virden, Manitoba



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